

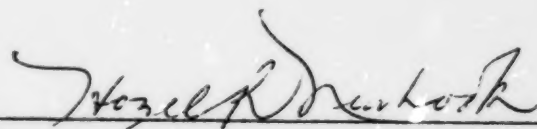
**THE
MUNICIPAL PLAN
OF
IRISHTOWN**

NOTICE OF APPROVAL

IRISHTOWN MUNICIPAL PLAN 1982 - 1992

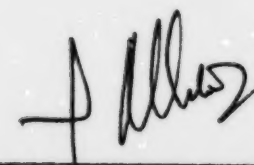
I, Hazel R. Newhook, Minister of Municipal Affairs,
under and by virtue of the power conferred by the Urban and
Rural Planning Act, Chapter 387 of the Revised Statutes of
Newfoundland, 1970, hereby approve the Irishtown Municipal
Plan, 1982 - 1992 adopted by the Community Council of
Irishtown on the 23rd day of November, 1982.

Dated at St. John's this 28th day of Feb
A.D., 1983.



Hazel R. Newhook
Minister of Municipal Affairs

In the Presence of:



J. T. Allston, F.C.I.P.
Director of Urban and Rural Planning

THE MUNICIPAL PLAN OF IRISHTOWN
1982-1992

PREPARED FOR: The Community Council
of Irishtown

PREPARED BY : D. Vance Bedore
Provincial Planning Office
Dept. of Municipal Affairs
Government of Newfoundland
and Labrador, St. John's

DATE: February, 1982

ADOPTION AND APPROVAL

COUNCIL RESOLUTION

Resolved, pursuant to Section 16 of the Urban and Rural Planning Act, that the Council of the Community of Irishtown adopt the Municipal Plan entitled "The Municipal Plan of Irishtown 1982-1992", prepared by the Provincial Planning Office, Department of Municipal Affairs, St. John's.

Resolved further, pursuant to Section 18 of the Urban and Rural Planning Act, that the Council apply to the Minister of Municipal Affairs for the setting of the time and place of a public hearing to consider objections or representations to the adopted Plan.

Proposed by: Ida Ferry

Seconded by: Laverne Byrne

Certified as a correct copy of a resolution passed at a meeting of Council held at Irishtown on the 23rd day of November, 1982.

Marilyn White

Clerk

SEAL AND SIGNATURE

Signed and sealed pursuant to Section 16(3) of the Urban and Rural Planning Act this 23rd day of November, 1982.

Agnes Penney

Mayor

CLERK'S CERTIFICATE

Certified that the attached Municipal Plan is a correct copy of the Municipal Plan adopted by the Council of the Community of Irishtown on the 23rd day of November, 1982.

Marilyn White

Clerk

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1. INTRODUCTION

1. INTRODUCTION

1.1 FOREWORD

The purpose of the plan is to co-ordinate the urban development of the community, so as to achieve the common well-being of the community and to conserve the financial and material resources of the Municipal Planning Area. The plan is an important instrument which can continually be referred to in deciding upon the development issues that confront Council on a continuing basis. Once adopted by the community and approved by the Minister of Municipal Affairs, the plan will be in effect for ten years.

It is important to recognize that a Municipal Plan is not an end in itself, but one phase in the continuing planning process which is intended to produce a desired course of events and minimize the uncertainty associated with the development trends of the area. For this reason, the plan is subject to review on the expiration of every five years from the date on which the Municipal Plan came into effect. In addition, amendments may be made periodically if required and if they are given approval by the Minister.

The plan is the official statement by the Council which sets forth its major long-range policies concerning desirable future physical development. It encompasses all geographic parts of the Municipal Planning Area and all functional elements which bear on physical development. The plan looks beyond the foreground of pressing current issues to the perspective of problems and possibilities 5 to 10 years into the future. It takes into account the problems and constraints

to development reviewed in the background report, the communities goals and objectives and the policies of the upper tiers of government.

The plan is comprised of a written text and a series of maps. It indicates the future allocation of land into various land-use designations and also contains a proposed program of public works (ie. construction of utilities, schools, parks and recreation areas etc.) to be undertaken within the planning period. For any public works proposed, the plan also shows the method of financing and the general expenses to be incurred to implement each proposal.

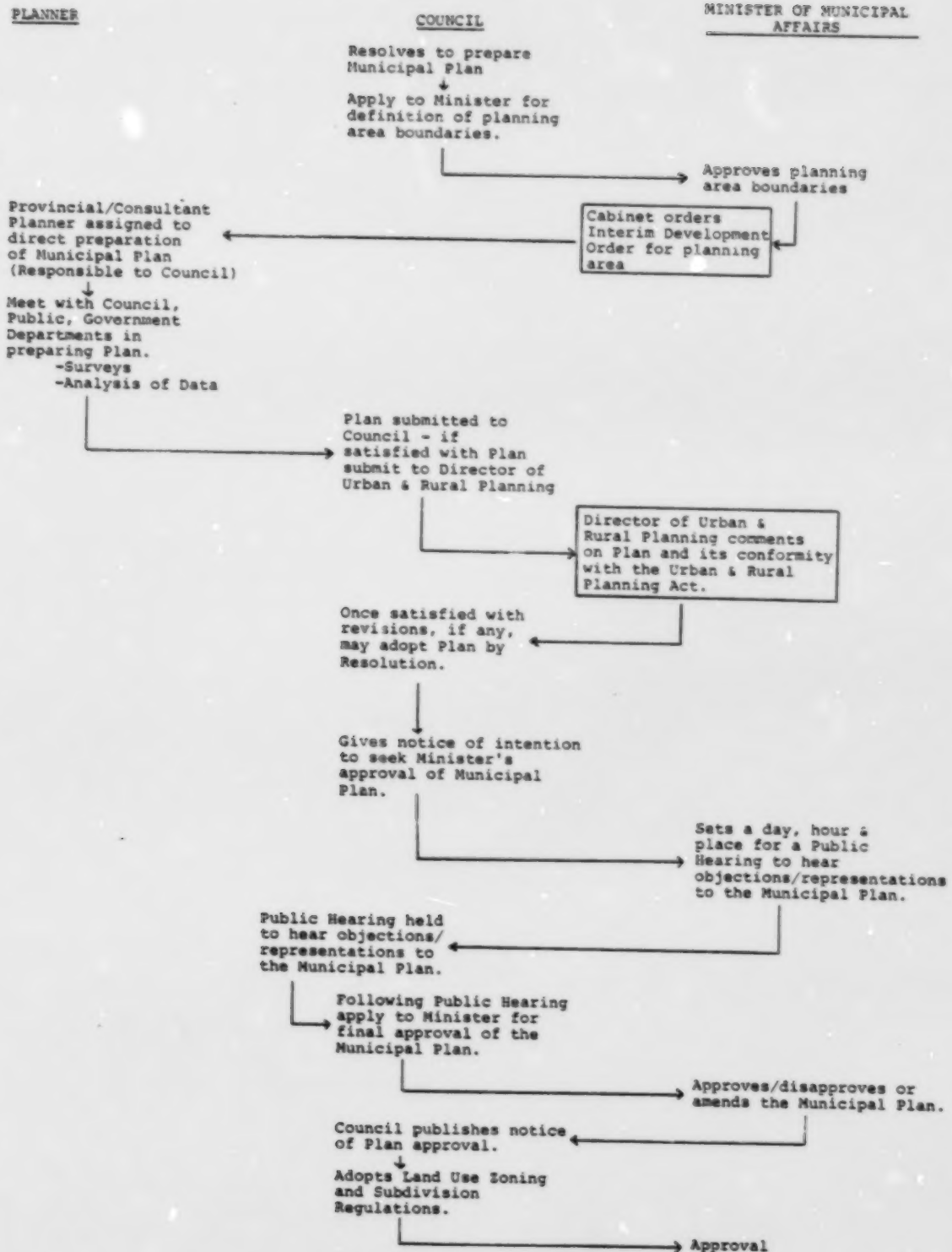
1.2 MUNICIPAL PLANNING IN NEWFOUNDLAND AND LABRADOR

Municipal Planning in Newfoundland and Labrador is under the jurisdiction of the Minister of Municipal Affairs and is regulated through the Urban and Rural Planning Act, (Revised Statutes of Newfoundland, 1970). (See Figure 1).

Under Part 11 of the Act, any Council, may, by resolution, propose to prepare a Municipal Plan. Application, including the resolution, a description of the planning area and a statement of arrangements for preparing the plan must be made to the Minister. The Minister may then accept the application or make suitable adjustments to the planning area. The Lieutenant-Governor in Council may by order authorize the Council concerned to exercise interim control over any development until a plan is in place. Council then prepares or makes arrangements to prepare a Municipal Plan which is then forwarded to the Minister within five years of the date of an Interim Development Order.

FLOW CHART OF
MUNICIPAL PLANNING
PROCESS

FIGURE 1



A Municipal Plan must be prepared under the direction of qualified planning officers or qualified planning consultants appointed by the authorized Council with the approval of the Minister. The plan must be prepared on the basis of surveys and studies of land use, population growth, the economic base of the planning area, its present and future transportation and communication needs, public services, social services, etc.

When the plan is formally adopted by resolution of the Council under Section 16 of the Act, Council then must make known its desire to seek Ministerial approval. Sufficient notice and making the plan available for public inspection are requirements of the Act. Interested persons can then make objections or representations to the Municipal Plan. The Minister appoints a Commissioner to hear such objections or representations and he or she in turn reports back to the Minister on the hearing.

After the hearing, Council applies to the Minister for formal approval of the plan. The Minister bases his/her decision on the contents of the plan and the Commissioner's report. If the Minister gives his approval, the plan becomes binding on Council and all other persons within the Municipal Planning Area. Subsequently the Council shall develop fully a scheme for the control of the use of land (Land Use Zoning and Subdivision Regulations) in strict conformity with the plan, which must be approved by the Minister.

* This brief summary of Municipal Planning Legislation and procedures is intended to assist people in understanding and using the plan. Details are contained in the Urban and Rural Planning Act.

1.3 MUNICIPAL PLANNING AREA

The Irishtown Planning Area was defined by the Minister of Municipal Affairs on May 5, 1981. The Planning Area came into legal effect on May 15, 1981. The boundaries of the Planning Area and the Community are shown on Map 1.

The boundaries of the Irishtown Planning Area are described as follows:

Beginning at a point, said point being the centre point of the bridge over Hughes Brook; THENCE following the centre thread of Hughes Brook in a generally northeasterly direction a distance of one thousand one hundred twenty-eight metres (1,128) more or less, to the easterly bend of said brook; THENCE due west a distance of two thousand forty-two (2,042) metres, more or less to the summit of an unnamed hill; THENCE N 16° 30' W one thousand two hundred (1,200) metres, more or less to the summit of an unnamed hill; THENCE N 43° 30' W seven hundred fifty (750) metres, more or less to the summit of an unnamed hill; THENCE N 22° E two thousand one hundred fifty (2,150) metres, more or less to the summit of an unnamed hill; THENCE S 80° W one thousand seven hundred fifty metres (1,750) more or less; THENCE S 22° W four thousand two hundred (4,200) metres more or less to the summit of an unnamed hill; THENCE due south one thousand nine hundred eighty (1,980) metres more or less to the high water mark on the shoreline of Inner Aspen Cove on the Humber Arm; THENCE following the sinuosities of the shoreline of the Humber Arm in a generally easterly direction to the centre point of Hughes Brook where Hughes Brook flows into the Humber Arm; THENCE following the centre thread of Hughes Brook to the point of commencement.

All bearings referred to grid north.

2. PLAN

The Municipal Plan of Irishtown constitutes the following policy text and Maps 2A and 2B and Map 3 entitled: Irishtown Proposed Land Use. The following section (Pages 8-25) in combination with the maps aforementioned comprise the legally effective part of this Plan. All other sections are included for purposes of information and explanation only.

2. PLAN

2.1 GOALS AND OBJECTIVES

2.1.1 INTRODUCTION

It is the intention of this Plan to set out a number of goals and objectives which reflect the wishes of the Community of Irishtown as to the future type and pattern of development in the Planning Area. A goal can be defined as a desired state which reflects the long term purpose of the Plan and which is related to a major area of concern. An objective is a short range step towards a goal which is concrete, realistic, action-oriented and attainable within a short period of time. The achievement of an objective should move the goal closer to realization.

The purpose of setting out goals and objectives is to enable individuals to interpret what type and pattern of development the residents of the Community wish to see in the Planning Area and it enables individuals to see how well the courses of action prescribed by the policies meet the overall goals in the following sections. In this way the goals and objectives provide the purpose and rationale for these policies.

The text and maps comprising this Municipal Plan have been based upon the Planning Study and information presented in the Appendix. In particular, the goals and objectives of this Plan are based on a thorough study of the various planning aspects of the Community of Irishtown and after consideration of the views of the Council-the representatives of the residents.

2.1.2 ENVIRONMENT

(a) Goal

To preserve, protect and enhance the quality of the environment and the open countryside for present and future residents of Irishtown.

(b) Objectives

- (i) To recognize and prevent development from occurring on land having inherent natural environmental hazards (ie flood susceptibility, poor drainage, etc.) which could endanger the lives or property of the residents;
- (ii) To ensure the proper design and siting of private and public development through long-range planning and the establishment of sound standards;
- (iii) To provide environmental buffer areas where required to prevent pollution, shoreline erosion or removal of vegetation;
- (iv) To provide adequate open space, public shoreline reserves, public parks and public road access to satisfy both present and future needs.

2.1.3 RESIDENTIAL

(a) Goal

To provide a variety and choice in living accommodations and locality to the present and future inhabitants of the Planning Area, and at the same time preserve and protect the natural environment and resources of the area.

(b) Objectives

- (i) To strongly encourage orderly contiguous residential growth in the Planning Area in areas within the Mixed Development Area to facilitate the economic installation of municipal services at some time in the future;
- (ii) To limit through zoning and subdivision and development control the continuation of ribbon development along Route 440, the provincial highway.

2.1.4 RECREATION

(a) Goal

It shall be the recreational goal of this Plan to maximize the quality of the Planning Area by ensuring that sufficient land is preserved for recreational purposes in the built-up area, by maximizing use of the existing recreational facilities and natural features, and by providing facilities to meet the future needs of Irishtown residents.

(b) Objective

To provide parks and playgrounds within the Mixed Development Area by receiving a percentage of land dedication for each subdivision to be developed or accept payment in lieu of land and provide additional facilities in the existing recreational park.

2.1.5 MUNICIPAL SERVICES

(a) Goal

It shall be the municipal services goal of this Plan to provide adequate and efficient systems for water supply and sanitary sewerage.

(b) Objectives

- (i) To proceed with the installation of a proposed water system and sewerage system within the area designated for Mixed Development;
- (ii) To require the installation of municipal sewerage and water supply systems in new plans of subdivisions;
- (iii) To encourage new urban development to locate near municipal services so that maximum use is made of these existing facilities.

2.1.6 TRANSPORTATION

(a) Goal

To provide adequate and efficient systems for transportation and public services.

(b) Objectives

- (i) To minimize the time, distance and cost of movement for person and goods within the Planning Area by providing adequate accessibility to existing and proposed areas and by providing rights-of-way and facilities to accommodate anticipated transportation requirements;
- (ii) To ensure that all new roads be constructed in accordance with the design standards outlined in the Land Use Zoning and Subdivision Regulations.

2.1.7 FINANCIAL AND ADMINISTRATIVE

(a) Goal

To establish policies and standards and provide a functional planning framework to guide and direct future growth within the Planning Area in a manner that maximizes social benefits while minimizing financial costs.

(b) Objectives

(i) To maintain a sound financial base within the Community by:

(a) undertaking essential and desirable capital works based on a one-year term program and an overall five-year proposed capital budgeting program.

(b) proposing expenditures within the constraints of the program.

(ii) To provide essential public services at minimum feasible cost.

(iii) To implement the Municipal Plan by adopting a set of Land Use Zoning and Subdivision Regulations to ensure that no private or public development will be undertaken that will not be in conformity with the Municipal Plan.

2.2 LAND USE POLICIES

2.2.1 Introduction

It is intended that the land resources of the Irishtown Municipal Planning Area shall be developed in accordance with the land use pattern shown on the Land Use Plans, attached hereto as Map 2A, 2B and Map 3, and the policies contained herein.

The Land Use Plans establish the pattern of development by dividing the Planning Area into basic land use designations, namely: Environmental Protection, Mixed Development, Recreational Parks and Open Space, Rural Residential and Rural and Resource. The policies governing the use of the lands within the classification are outlined herein.

2.2.2 Environmental Protection

The Environmental Protection classification shall mean that the predominant use of the land in the areas so designated shall be for passive recreation, conservation, and preservation of natural features of the environment. This classification of land includes all land having inherent natural environmental hazards, such as flood susceptibility, poor drainage, erosion, steep slopes or any other physical condition or limitation. It includes the protected watershed of Irishtown Brook.

The boundaries of this classification are shown on Maps 2A and 2B and Map 3. They will be used as guides for the preparation of Land Use Zoning and Subdivision Regulations and will complement the policies of this section.

- (a) The uses permitted shall be limited to preservation and conservation, forestry, wildlife management areas, horticulture, public open space, private parks, public works and utilities.
- (b) No buildings of a permanent nature will be permitted except for restrooms, shelters, wharfs, slipways or similar uses that are accessory to the inshore fishery.
- (c) The placing or removal of fill of any kind whether originating on the site or elsewhere shall not be permitted.
- (d) Forestry operations shall be conducted in a manner which will minimize the adverse effects on water quality, fish and wildlife, adjacent activities, and the scenic qualities of the area.
- (e) Where new development is proposed on a site, part of which has physical or environmental hazards, such Environmental Protection Area shall not necessarily be acceptable as part of the percentage dedicated for public use under the Regulations made under the Urban and Rural Planning Act. All lands dedicated to the municipality shall be conveyed in a physical condition satisfactory to the municipality.
- (f) Land Uses adjacent to Environmental Protection Areas will include only those activities and operations which will be compatible with the maintenance of the Environmental Protection Area.
- (g) Environmental Protection Areas shall be zoned in a separate classification in the implementing Land Use and Subdivision Regulations.

2.2.3 Mixed Development

The Mixed Development classification of land shall mean that the predominant use of the land in the areas so designated shall be for residential purposes. Other uses may be permitted with the intent that they be local in nature and intended primarily to serve or employ local residents and that they do not create or cause any nuisance to adjoining residential development. The principles to be considered in the development and control of the use of such lands are as follows:

- (a) The uses permitted shall be limited to low to medium density residential uses and such other uses as are complementary to or serve the basic residential uses including public uses, light industrial uses, business and professional uses, places of worship, places of assembly, government offices, recreational parks and playgrounds and local commercial uses.
- (b) It is the policy of this Plan that no development within the areas designated "Mixed Development" shall proceed until full municipal services, including piped water and sanitary sewers, are provided.
- (c) A development or subdivision permit shall not be granted until such time as the Council is satisfied that municipal sanitary services are available to adequately serve the proposed development and that an adequate supply of municipal water is available including a sufficient supply for fire protection.
- (d) It is the intention of this Plan that major extensions of municipal sewer and water services shall take place only on such lands as have been designated as "Mixed Development" in the Municipal Plan and shown on Maps 2A and 2B.

- (e) A development permit shall not be granted for a parcel of land which is subject to flooding or erosion, or other physical hazards, when the use of the parcel requires that a building be erected.
- (f) No development or subdivision proposal shall be approved if it will have a disproportionate impact on surface drainage or for which adequate surface drainage cannot be provided.
- (g) It shall be the policy of this Plan to permit the use of a single mobile home as a permanent residence on a single lot, provided that the mobile home meets all the requirements of this Plan. Mobile Home Subdivisions and Mobile Home Parks will require a permit pursuant to the Mobile Home Development Regulations 1976.
- (h) All new development and all new lots being subdivided shall have direct frontage onto a publicly maintained road or in the case of a new subdivision shall have frontage on a road being constructed under the terms of a subdivision permit issued by the Council.
- (i) Adequate buffer planting shall be provided between any Local Commercial use, Light Industrial use and any adjacent residential area and such buffering shall be in the form of a strip of land devoted to no other purposes than landscaping.
- (j) The Local Commercial uses shall be sited so as to minimize their effect on adjacent residential uses.
- (k) No open storage of goods or materials shall be permitted.
- (l) Public uses will be permitted in the Mixed Development Area provided they are primarily intended to serve the Community.

- (m) No light industrial development, other than small-scale strictly local establishments of types likely to employ residents of the community shall be permitted.
- (n) Adequate off-street parking shall be provided for all permitted uses.
- (o) Mixed Development Areas shall be zoned in a separate classification in the implementing Land Use Zoning and Subdivision Regulations.

2.2.4 Recreation Parks and Open Space

The Recreation Parks and Open Space classification shall mean that the area shall be kept as predominantly as open space. The predominant use of land in the area so designated shall be for active and passive recreation which shall include all buildings and installations necessary to facilitate the fulfillment of the recreation needs of the population. The principles to be considered in the development and control of the use of such lands are as follows:

- (a) Adequate automobile parking areas shall be established and access points to parking areas and to all recreational areas shall be located in such a way that the road pattern provides for the adequate movement of vehicular and pedestrian traffic with the minimum of danger.
- (b) The recreational areas are a public trust, their protection is of paramount importance, and parklands are not to be sold or alienated in any way unless there are truly unusual factors present in a particular case.
- (c) Recreational and Open Space Areas shall be zoned in a separate classification in the implementing Land Use Zoning and Subdivision Regulations.

2.2.5 Rural Residential (Unserviced)

- (a) Within the designated Rural Residential (Unserviced) it is Council's policy to permit only self-contained residential development of a very low density in order to preserve the rural environment and not to create the needs for municipal water supply and sewer in the areas.
- (b) Lot sizes for new dwellings shall be a minimum of 4100 sq. metres in areas with a frontage of not less than 60 metres.
- (c) Development permits will only be granted when it has been established by the Department of Health and/or by the Department of Environment that soil and drainage conditions are suitable to permit the proper siting of buildings, to obtain a sufficient and potable water supply and to permit the installation of an adequate means of sewage disposal.
- (d) All new development shall have direct frontage onto a publicly maintained road.
- (e) Adequate off-street parking shall be provided for all dwelling units.

2.2.6 Rural and Resource

The Rural and Resource classification of land shall mean that the predominant use of the land in the areas so designated shall be used primarily for purposes of forestry, agriculture, quarrying, passive recreation and conservation of the natural environment.

- (a) The use of land for purposes of forestry, agriculture and quarrying shall include any use or development which is directly related to the harvesting, extraction or cultivation of any natural resource, but shall not include any refining, processing or manufacturing activity.
- (b) Residences shall not be permitted, except where an agricultural operation is large enough to require the farm operator to live on the site.
- (c) Existing residential and commercial uses are to be recognized in the implementing Land Use Zoning and Subdivision Regulations.
- (d) Development shall not be permitted which may adversely affect the water quality or quantity of the Irishtown Protected Watershed.
- (e) Mineral extraction operations shall be conducted in a manner which will minimize the adverse effects on water quality, fish, and wildlife, adjacent activities, and the scenic qualities of the shorelines.
- (f) No mineral extraction should be permitted in the absence of a detailed plan for site reclamation.
- (g) Mineral extraction, including sand and gravel pits, will not be permitted in close proximity to the Mixed Development Area.

- (h) Mineral extractors shall be required to provide direct private access to their works from provincial highways so that mining truck traffic does not use local community roads.
- (i) It is the policy of this Plan that, when issuing a permit for any mining operation, Council may attach such conditions as are in their opinion necessary to properly regulate the operation. Such conditions in particular may refer to the following subjects and matters:
 - (1) Landscaping, screening and fencing;
 - (2) Hours of operation and rate of extraction;
 - (3) Noise, dust and pollution control;
 - (4) Rehabilitation.
- (j) Agricultural operations in proximity to the Mixed Development Area shall be restricted to those which will not constitute a nuisance to existing or proposed development.
- (k) It is the policy of this Plan to encourage the development of mineral extraction operations in nonshoreline areas before considering their location in shoreline areas along Hughes Brook.
- (l) Forestry operations in proximity to the Mixed Development Area will be restricted to those which will not constitute a nuisance to existing or proposed development or affect the municipal water supply.
- (m) Rural and Resource Areas shall be zoned in a separate classification in the implementing Land Use Zoning and Subdivision Regulations.

2.2.7 Transportation Policies

- (a) It is the intent of this Plan that residential areas should be easily accessible from major routes but access points to the Provincial Highway (Route 440) should be limited in number and given special design consideration.
- (b) Every attempt shall be made wherever possible to separate pedestrians from vehicular traffic.
- (c) It is the intent of this Plan to maintain proper road rights-of-way and setbacks for buildings, particularly along the highway. Rights-of-way allowance widths for residential streets shall be adequate to accommodate not only the pavement and sidewalks but also services (i.e. watermains, electricity, etc.)
- (d) Street networks shall be planned to minimize through traffic.
- (e) All roads are to be constructed in accordance with the standards outlined in the implementing Land Use Zoning and Subdivision Regulations.

2.3 Interpretation

It is intended that land use areas shown on Maps 2A & B and Map 3 be considered approximate, except where they coincide with roads or other prominent physical features in which case they are intended to define the exact limits of each use. Amendments to this Municipal Plan will not be required in order to make minor adjustments to the approximate land use boundaries and to the location of streets provided that the general intent and purpose of the Municipal Plan is maintained. Other than such minor changes it is intended that no areas or zones shall be created that do not strictly conform with this Plan in respect to land use. Nothing in this Plan shall affect the continuance of land uses which are already legally established on the date that this Plan comes into effect.

2.4 Implementation

This Plan will be implemented through regulations as described below and through the carrying out of capital works as required.

2.4.1 Land Use Zoning and Subdivision Regulations

Land Use Zoning and Subdivision Regulations will be enacted in the Municipal Planning Area to effectively regulate new development. These regulations, made pursuant to Section 37 of the Urban and Rural Planning Act, will reflect the policies of this Plan and provide more specific standards for the various types of development permitted in the various designated areas. These regulations will also ensure the proper design, layout and construction of new subdivisions. For this purpose, all new subdivisions containing more than three lots will be referred to the Provincial Planning Office of the Department of Municipal Affairs for its review and advice before a permit is issued.

Administration

This Plan will be administered by the Community Council of Irishtown.

This Municipal Plan shall be kept under general review and may be amended from time to time. It shall be formally reviewed under the provisions of the Urban and Rural Planning Act (Section 30 (1)) on the expiration of five years from the date it comes into effect.

2.4.2 Staging of Development

Until such time as municipal water and sewerage systems are installed, development will be prohibited within the Municipal Planning Area. When services are installed, the two potential sites which are located within the area designated as Mixed Development will be considered developable.

2.4.3 Public Works

The list of public works shown below sets out the major expenditures required to implement the Municipal Plan of Irishtown. The estimates are grouped according to stages and the duration of each stage depends on the financial resources available and the ability to pay long term debts in the form of term loans. No timetable is therefore shown. Only the trunk services have been costed. The costs of streets and services in the areas to be developed will be borne by the particular land developer or property owners rather than the Council and are therefore omitted from the list.

The public works required in the Plan may be financed by various government departments and/or the Council. The staging sequence shown below does not refer to a specific period in time but simply rank orders the list giving priority to stage one.

The costs are based on actual and estimated costs prepared by a professional engineer or by the Council and indicate only the approximate magnitude of the cost of the various proposed projects. The costs quoted are at 1981 prices.

Before each project is undertaken, detailed engineering plans will have to be prepared on the basis of which more accurate cost estimates can be made.

Public works are scheduled in such a way as to reflect the common well-being of the Community, more specifically, to provide services that will protect and enhance the health, safety and welfare of its residents. The public works tabulated below are considered necessary by Council.

PUBLIC WORKS

<u>Stage 1</u>	<u>Approximate Costs (1981 Dollars)</u>
Water & Sewer System	
Phase 1	\$650,000.00
Phase 2	660,000.00
Phase 3	250,000.00
	1,560,000.00
Playground Equipment	2,000.00
Firefighting Equipment	\$ 50,000.00
Road Improvements	5,000.00

Stage 2

3. APPENDIX

INTRODUCTION

On March 10, 1981 a resolution was unanimously passed by Council to prepare a Municipal Plan to deal with the occurring problems which plague the Community; namely, poor lot and road layout, ribbon development and inadequate onsite sewage disposal facilities. The Planning Area Boundary was defined and the Interim Development Order took legal effect on August 3, 1981. Subsequently, the Council requested the Provincial Planning Office to undertake the task of preparing the Municipal Plan.

The Plan was prepared on the basis of surveys and studies of land use, population growth, the economic base of the community, its present and future transportation and communication needs, public services, social services and other such factors as are relevant to the preparation of the Municipal Plan. The following Appendix provided much of the required background information necessary to formulate appropriate goals, objectives, policies, land use designations and a proposed program of public works for the planning period - 1982 to 1992.

3.1 PRESENT SITUATION

3.1.1 Location and Regional Setting

Irishtown, an incorporated Community since January 13, 1970 is located on the north shore of the Humber Arm approximately ten kilometers by road from the City of Corner Brook. It is situated along Highway 440, and is bounded to the west by the Community of Summerside and to the east by the Community of Hughes Brook.

The City of Corner Brook has played a very significant role in the development of Irishtown over the years, providing major employment opportunities and services to the residents. The majority of the labour force of Irishtown is currently employed in industry and service occupations within Corner Brook and as a result they commute daily between their places of employment and residence.

3.1.2 Physical Features

The Irishtown Planning Area has a substantial variation in surface relief. The southern and southeastern sections, where most development is situated, are characterized by flat to rolling terrain with elevations from five to sixty metres and gradients of less than fifteen percent. Low wet depressions are prevalent in areas to the south of the existing provincial highway, east of Irishtown proper. In contrast, the northern and western sections of the Planning Area are characterized by extremely steep slopes (15-60 percent) which rise to an elevation of 250 metres near Irishtown Pond. (Refer to Map 1 & Map 5).

Silty deposits of glacial till cover the hills west of the Community and underly portions of the area north and south of Irishtown Brook. A raised terrace of layered glacio fluvial silt, sand and gravel extends up Irishtown Brook and underlies a portion of the Community at the Brook outlet.

This glacio fluvial material does not extend for any depth below the surface and as a result bedrock is at or near the surface and outcrops are numerous. Crumpled shales, siltstones, and sandstones of the Irishtown formation make up the underlying bedrock. No significant faults are present but the area has been subject to above average physical disturbances by

geological folding and distortion. Consequently, fracturing of the brittle sandstone layers is possible at extended depths¹.

3.2 EXISTING LAND USE

3.2.1 Form of the Community

The existing settlement is concentrated in a linear strip along both sides of the provincial highway (Route 440). Small 'fingers' of concentrated development, adjacent to Irishtown Brook, are located on gravel by-roads that run north and south of Route 440, (refer to Maps 7A & 7B).

In the past, clustering of dwellings near the lower reaches of the Brook provided residents with ease of access to the highway as well as a relatively short distance to travel to obtain their domestic water supply. The availability of inexpensive unserviced land, a general lack of land use controls and taxation, the high cost of serviced lots in the urban centre and the inherent desire to get 'back to nature' provided a strong land market for any developable land within the commutershed of Corner Brook. Consequently, land in and around the Community was subdivided into lots and sold.

As rapid expansion continued the severe limitation of the surrounding terrain (ie. steep slopes, poor soil) precluded development on large areas of land west of and north of the Community. The only potential land remaining was situated to the east of Irishtown proper along the provincial highway. In the early 1970's, with the demand still extremely high for building lots, Bowater's Pulp and Paper Company sold a number of frontage lots (approximately twenty) well outside the built up area.

1. Nolan White & Associates Ltd., Report on Preliminary Engineering Study of Water & Sewer Systems, Irishtown, Project No. 4712. (St. John's, Nfld. 1972)

To date ribbon development along Route 440 extends for approximately three kilometers.

3.2.2 Housing

A detailed survey conducted in February of 1977, located 158 buildings in Irishtown of which 147 were used for dwelling purposes (refer to Table 7)*. In November of 1981, the number of residential units increased to 177.

A housing quality survey conducted in conjunction with the land use study in 1977 indicated that the majority of residential buildings were in fair to good condition (refer to Table 2); substandard structurally. Furthermore, it was noted that these particular buildings were not worth renovating and that replacement was necessary in the immediate future. In addition, a cursory survey was conducted during the fall of 1981 to update the existing data. Many of the substandard structures denoted in the 1977 survey were still standing but had fallen further into a state of dilapidation.

The predominant housing type is the single-family dwelling which constitutes approximately 90 percent of the existing stock. Other housing types such as semi-detached and mobile homes account for the remainder of the dwellings. The dominance of self-contained units has been quite consistent over the development of the Community and it seems likely that this trend will continue if houses remain within financial reach of the average resident.

As noted in Section 3.2.1, Irishtown was built originally adjacent to Irishtown Brook and has expanded steadily eastward over the past three decades. Consequently, the central area

*The survey was undertaken by the Provincial Planning Office. The figures only refer to those structures which were occupied at the time of the survey for residential or commercial purposes. Storage shacks and garages were not included.

TABLE 1

Use Classification of Buildings in Irishtown (Feb. 15, 1977)

	Total	Built since last aerial photo survey (Nov. 1969)	Under const- ruction	Abandoned	Mobile struc- ture
All Buildings	158	69	7	2	7
Residential	147	64	7	-	6
Commercial/ Light Industrial ¹	9	3	-	2	-
Institutional	2	2	-	-	1

TABLE 2

Housing Quality (Feb. 15, 1977)

	Total	Good			Acceptable			Poor		
		No.	Total	ad- justed %	No.	Total	ad- justed %	No.	Total	ad- justed %
Total	158	70	44.3	48.0	45	28.5	30.8	24	15.2	16.4
Residential	147	66	41.8	45.2	41	25.9	28.1	21	13.3	14.4
Commercial Light In- dustrial	9	2	1.3	1.4	4	2.5	2.8	3	1.9	2.4
Institut- ional	2	2	1.3	1.4	-	-	-	-	-	-

NOTE: Twelve houses were missed during the survey so the above percentages have been adjusted in order to cover the entire housing stock.

TABLE 3

HOUSING SURVEY CRITERIA

Conditions	Particulars
Good	- sound structure - well maintained (exterior) - decent layout of structure with reference to lot size and shape - no foreseeable problems, given that current maintenance level is continued - adequate lot size
Poor	- structure seriously distorted - foundation appears insecure - ramshackle appearance (dilapidated clapboards, paint peeled off, poor roofing, dishevelled foundation posts, etc.) - a shack - extremely small structure & lot
Acceptable	- structure in good shape, perhaps slightly out of true - adequately maintained, or at least structure will not be dilapidated in the foreseeable future - acceptable exterior appearance (paints, roofing, doors, etc.) - lot size might be smaller than average, or inadequate amenity space (backyards, front yards and side yards) - foundation (wooden posts) might look disorderly but secure and functional

Note: It was intended to be a simple, preliminary study of housing quality in Irishtown, based on the exterior appearance of structure. The above criteria were applied during the survey:

of the Community is characterized by older houses, a higher density and an irregular layout. This forms a sharp contrast to the eastern area where houses are more modern and situated on larger lots which have been granted approval by the Department of Health.

3.2.3 Commercial

All of the commercial establishments within the Community front on Route 440. The following list of local enterprises illustrates the rather limited number of goods and services available to the local residents necessitating travel to Corner Brook:

- (a) P. Penny - Confectionery
- (b) K. Penny - Confectionery
- (c) Ryans - Confectionary & Gas Bar
- (d) Hutchingsons Garage
- (e) Colson's Garage
- (f) Hinks & Young Plumbing

3.2.4 Schools

The students from Irishtown are accommodated by two school boards. The Humber St. Barbe R.C. School Board has a primary school (St. Brendan's Primary) located in Irishtown but elementary and high school students are transported to Corner Brook. All students who are under the jurisdiction of the Bay of Islands - St. George's Integrated School Board are bused to Summerside for primary and elementary education or Gillans Templeton Collegiate for high school.

3.2.5 Recreation

During 1971, the Council purchased a 4.8 hectare site north of the School Lane Extension. The entire site, which was originally slated for recreational use, has been only partially developed. The two hectare cleared portion of the site has in the past only been utilized occasionally by the local residents during the summer months for softball games. In addition to the ballfield, a swimming pool on the Brook was constructed during the same year. The impoundment of Irish-town Brook was financed through the Local Improvement Program.

In 1978, under a Canada Works Grant, the Council erected a large recreation centre (18.2 m X 10 m) on a 2.8 hectare site located in the centre of the Community, south of the provincial highway.

The existing facilities, with the exception of the recreation centre, are in poor physical condition. Extensive repairs will be required to upgrade them to a suitable level.

3.2.6 Recreational Open Space

Municipal facilities for passive recreation activities are non-existent in Irishtown. The Community is surrounded by attractive forests and aesthetically appealing brooks, which have a high potential for all outdoor recreational activities. Furthermore, the Humber Arm provides the residents with ample opportunities for pursuits such as fishing, hiking, canoeing and camping.

3.2.7 Environmental Protection Area

The Environmental Protection Areas include all lands having inherent natural hazards such as poor drainage, flood susceptibility, erosion, steep slopes or any other physical condition which leads to the deterioration or degradation of the environment or could endanger human life or property.

Environmental Protection Areas were mapped using air photos, topographic and soils maps and field investigations. It should be noted that these areas are not waste lands but may be used for such purposes as conservation and preservation, passive outdoor recreation, agriculture and wildlife management areas. Buildings and structures of a permanent nature should not be permitted due to the natural physical limitations of the sites.

The Irishtown watershed was designated as a protected watershed by the Department of Environment and Consumer Affairs on November 5, 1976. (Refer to Map 6). To ensure that the water quality of the Irishtown watershed remains potable it will be essential to limit development activity within its boundaries. In addition, appropriate forest management practices will have to be implemented to provide adequate protection. This can be accomplished by instituting a

selective cutting and reforestation program within the area as well as prohibiting cutting in close proximity to the shorelines of Irishtown Pond and Irishtown Brook.

The Council may make regulations prohibiting, restricting or making subject to the approval of the Council the cutting of timber. The purpose of the regulations (refer to Section 161 (1) a of the Municipalities Act) is to prevent the pollution of any waters within or outside the municipality used or by in the possession of the Council for the provision of the municipal water supply (present or future).

3.2.8 Mineral Workings Area

An area of approximately 53 hectares located on Reid Lot 30 approximately 475 metres north of the provincial highway and west of Hughes Brook is being quarried.

The type of material being extracted is Pit-Run and sand but the quantity varies from 5,000 tonnes to 30,000 tonnes annually. The anticipated activity for the next ten years will centre on the area presently being worked².

2. The noted figures were obtained from Lundrigan's Construction Company who presently are working this area under the terms of a lease issued by Reid Newfoundland Company.

3.3 POPULATION AND HOUSEHOLDS

Growth & Age Structure

The population of Irishtown increased rapidly from 1956 to 1966 (refer to Table 4). This upsurge can be attributed to a high birth rate, a result of the post war baby boom, and a substantial amount of intraregional migration. The late sixties (1966-1971) displayed a lower growth rate of 22.1 percent over five years or 4.42 percent per annum.

Although the late 1960's experienced a lower growth rate than the baby boom era, the early seventies saw a rise in absolute growth accompanied by a significant rise in construction activities. During the five year interval period between 1971-1976, Irishtown's population increased by 40.8 percent. This coincides with the dramatic rise of housing prices across Canada. This substantial increase in population is a direct result of an overflow from the City of Corner Brook.

In comparison to previous census counts Irishtown's population increased only slightly over the five year period (4.1 percent) between 1976 and 1981. (Refer to Table 4).

The 1976 census indicates that Irishtown has a young population. At that time, 41.7 percent of the population were 14 or under, and 82.4 percent were 34 or under. The high number of women of child-bearing age has had a direct effect on the absolute increase in the 0-4 category (refer to Figure 2).

Households

There were 105 households in the Community of Irishtown in 1971 and 150 in 1976. The number of persons per household has decreased from 4.8 to 4.7 respectively.

As of November 1981, there were 177 households with an estimated average household size of 4.16.

TABLE 4
POPULATION OF IRISHTOWN 1951-1981

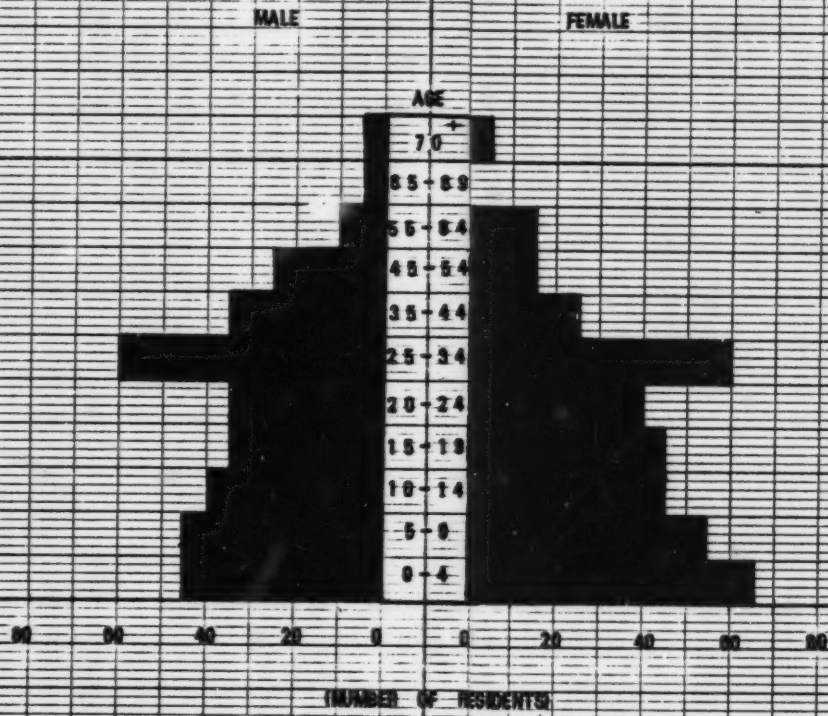
Year	Population	Absolute Increase	% Increase	Average Annual Increase %
1951	193			
1956	212	19	9.8	1.96
1961	295	83	39.1	7.82
1966	411	116	39.3	7.86
1971	502	91	22.1	4.42
1976	707	205	40.8	8.16
1981*	742	29	4.1	.82

SOURCE: Government of Newfoundland and Labrador,
Population of Incorporated Cities, Towns,
Local Improvement Districts, Local
Government Communities and Rural Districts,
Newfoundland and Labrador, 1951-1976, St. John's
1977.

* The 1981 figures were extracted from:
Interim Population Counts for Census Divisions and
Census Subdivisions prepared by Statistics Canada.

Figure 2

Population Distribution By Age And Sex - 1976



SOURCE: STATISTICS CANADA, POPULATION DATA, 1976

3.4 EMPLOYMENT

In 1971 those employed were mainly distributed among manufacturing (23.8%), trade (28.6%), transportation (14.3%) and construction (14.3%). Local employment is limited and from the available figures accounts for approximately 14.3 percent of all employment for the Community. A large portion of the employment opportunities are generated from the nearby City of Corner Brook. (Refer to Tables 6 and 7). The total labour force, according to the 1976 census was 170 (120 males, 50 females).

Employment in the Community is, for the most part, associated with providing limited services to the local residents. The following list of owner-operated local enterprises illustrates the limited nature of employment opportunities available to the residents:

- (a) P. Penny - confectionery
- (b) K. Penny - confectionery
- (c) Hutchingson Garage
- (d) Esso Gas Station/Ryans Store
- (e) Hinks Plumbing
- (f) Colsons Garage

It is likely that over the next ten years Irishtown will continue to be a dormitory community relying mainly on Corner Brook as the employment generator.

TABLE 5

NEWFOUNDLAND & LABRADOR-1971 CENSUS*

EXPERIENCED LABOUR FORCE, BY INDUSTRY, MALE AND FEMALE

	MALE	PERCENT	FEMALE	PERCENT	TOTAL	PERCENT
Agriculture	0	0.0%	0	0.0%	0	0.0%
Forestry	0	0.0%	0	0.0%	0	0.0%
Fishing & Trapping	5	5.6%	0	0.0%	5	4.8%
Mines (including milling)	0	0.0%	0	0.0%	0	0.0%
Quarries & Oil Wells	25	27.8%	0	0.0%	25	23.8%
Manufacturing	15	16.7%	0	0.0%	15	14.3%
Construction	15	16.7%	0	0.0%	15	14.3%
Transportation, Communi- cation & Other Utilities	20	22.2%	10	66.7%	30	28.6%
Trade	0	0.0%	0	0.0%	0	0.0%
Finance, Insurance & Real Estate	5	5.6%	5	33.3%	10	9.5%
Community, Business, & Per- sonal Service Industries	5	5.6%	0	0.0%	5	4.8%
Public Administration & Defence	90	100.0%	15	100.0%	105	100.0%
-- Adj Totals --	10		0		10	
Industry Unspecified & Undefined	80		10			
-- Totals --						

*All numbers are randomly rounded by Statistics Canada.

TABLE 6
WORK PLACE DISTRIBUTION (1971 CENSUS)*

	Male	Female	Total
Residents Employed Labour Force (ELF)	65	5	70
Living & Working In Irishtown (including at home)	10	0	10
Working at Home	0	0	0
Working outside Irishtown (out commuters)	45	5	50
Working outside Canada	0	0	0
"Place of Work" not stated	10	0	10

TABLE 7
OUTCOMMUTERS TO CORNER BROOK FROM IRISHTOWN
(1971 CENSUS)

	Outcommuters
Male	45
Female	5
Total	50
Total as a % of Resident Employed Labour Force	71.43%

*All numbers are randomly rounded by Statistics Canada.

3.5 MUNICIPAL SERVICES

3.5.1 Water Supply

A temporary water supply system for the Community was installed during the later part of the summer of 1975. Irishtown Brook was used to provide the required supply of domestic water to those residents whose wells had dried up during the summer months.

Even though a limited number of dwellings were being supplied at the time with water from a small diameter plastic line originating in the hills to the north³, it was imperative that a temporary system be installed.

The pumping system still being utilized to date is comprised of a short section of gravel filled trench linking the Brook to a length of horizontal gravel-packed screen. A 15.2 centimetre diameter pipe transfers water from the screen to a vertical riser pipe installed beneath the pumphouse. Water taken from the riser pipe by a centrifugal pump is chlorinated and pumped into a 5455.3 litre steel storage tank located inside the pumphouse. From the storage tank water is pumped through the 7.5 centimetre distribution main for 1829 metres by means of a centrifugal booster pump.

The system was not intended as a permanent solution. Consequently, many of the residents hooked up to the present system are totally dissatisfied with the low level of service provided, frequent breakdowns which continually plague the system and the insufficient capacity, especially during the summer months. Individual Council members using whatever resources they can maintain the system at its present level of service.

3. A five centimetre plastic line installed in 1971 as a L.I.P. project is presently serving 22 families with water (gravity feed).

The system only serves approximately seventy dwelling units leaving the remainder of the Community (120 dwellings) without any piped water. Dug wells and small underground springs in the Community produce meagre supplies of groundwater. Furthermore, the water supply obtained from these overburden sources is prone to contamination and subject to supply shortages during dry periods.

3.5.2 Sewage Disposal

The majority of the household effluent is disposed of by means of septic tanks and tile field systems. Sewage disposal problems are evident in most parts of the Community, particularly along the north side of the provincial highway where the water table is high and the soil porosity is extremely poor. The uniform distribution of effluent absorption into the soil and underlying surficial sediments is obstructed by excessive slopes (greater than 15%) and by the impervious bedrock structure located within one metre of the surface. Consequently, unfiltered effluent often surfaces only a few metres down hill of the system where it runs overground into open roadside ditches⁴. Investigations⁵ have indicated that discharge of sewage into roadside ditches is widespread and correction of a few inadequate buildings sewers will not solve the problem. Furthermore, many residents in the past have found that their shallow wells used as the primary domestic water source for their home have become grossly polluted as a result of malfunctioning septic tank systems.

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4. Nolan, White & Associates Ltd. Report on Preliminary Engineering Study - Water & Sewer Systems, Irishtown, Bay of Islands. St. John's, Nfld. Project No. 4712, July 1975, p.3.
 5. Representatives from the Dept. of Health, Dept. of Environment and Dept. of Municipal Affairs have confirmed the existence of a serious pollution problem within Irishtown proper as a result of malfunctioning septic tank systems.

Within the Community of Irishtown, unsuitable soil conditions, a high water table, poor drainage, steep slopes, and the presence of an impervious layer of bedrock close to the surface preclude any further development until such time as full municipal services (piped water and sewer) are available.

3.5.3 Roads

There are approximately 1.94 kilometers of gravelled community roads in Irishtown as of November, 1981 (refer to Maps 7A & 7B). The names of all roads are as follows:

- (a) Penny's Road
- (b) Mishard Road -
- (c) Anderson Road
- (d) Byne Road
- (e) Park Road
- (f) Colson's Road
- (g) Terry's Lane
- (h) Community Hall Road
- (i) School Road Extension
- (j) Jarvis Road

The major problem with the road network is its inefficient design and layout. The limited number of families served by each road creates an unnecessary length of by-road to maintain. In addition, most of the roads are steep (grades in excess of 15 percent), narrow, unpaved and subject to extensive erosion. To continually gravel and grade these sub-standard roads would not provide the Community with a satisfactory solution to this reoccurring problem. Roads with a grade exceeding 15 percent should be widened and eventually paved or, if they threaten human safety, realignment or relocation should be considered. On moderate slopes,

which are developable, roads as well as structures and utilities should be aligned with the contours of a slope. In this way, construction and servicing costs will be minimized and slope stability will be ensured.

The provincial highway (Route 440), which runs through the Community, provides an important transportation link between the north shore of the Bay of Islands and the City of Corner Brook. In the past, the development of homes and commercial establishments in a linear pattern along the highway frontage has caused problems in terms of (a) creating conflicts between local and through traffic, (b) the need to reduce speed limits, and (c) an inadequate right-of-way for the highway⁶. It is recommended that in the future access points should be limited to local or collector streets and that wherever possible the right-of-way should be increased to 31 metres.

3.5.4 Other Community Services

Waste Disposal

The collection of refuse is tendered out on an annual basis usually to a local resident. Twice a week it is trucked to the Corner Brook waste disposal site which is situated approximately four kilometers to the east of Irishtown.

Police

The policing of the area is provided by the Corner Brook detachment of the Royal Canadian Mounted Police.

6. Some of the houses are only seven metres from the edge of the existing pavement.

Fire Protection

To date absolutely no provision for fire protection exists within the Community. The Corner Brook Fire Department may answer a call; however, it is entirely a discretionary decision left up to the fire chief or deputy chief of the unit.

Hospital

Medical care and hospital services are located in Corner Brook.

Street Lighting

Street lighting is provided at 91 metre intervals along the provincial highway. The monthly service charge for lighting is paid by the Council.

3.6 PROBLEMS AND OPPORTUNITIES

3.6.1 Problems

- 1) The existing water supply system is inadequate to service the existing and future requirements of the Community. The temporary system installed in 1975 has a very limited capacity and frequently encounters mechanical breakdowns.
- 2) As noted in Section 3.5.3 the by-roads are in poor condition. The deterioration can be attributed to a number of factors; namely, poor design, low road maintenance and insufficient road width.
- 3) A major topographic constraint to development in Irishtown is that of steepness of slope. The western portions of the Planning Area have slopes in excess of thirty-nine percent. To the north of Irishtown proper slopes vary from between thirteen and thirty percent. Development is not physically precluded on steeper slopes however, in order to develop conventional residential units and subdivisions with a minimum disturbance to the stability of the slope, to its hydrologic regime, and to its aesthetic appearance, extreme slopes (25 to 27 percent and greater) should be left undisturbed. Slopes between fifteen to twenty-five percent should be analysed carefully for stability and development feasibility.

- 4) Poor layout and inadequate lot size pose serious problems in Irishtown. These problems are, in fact, two sides of the same coin: poor layout coerces infilling to squeeze in those oddly shaped, small lots. Consequently, the servicing problems (or septic tank and dug wells) are further complicated and entail a costly remedy, municipal servicing.
- 5) Poor access is another noteworthy problem in the community. In most cases, backlot development is served by private, poorly maintained excessively steep roads. This problem is particularly acute in the extreme western part of the Planning Area where houses are situated at a grade fifteen meters below or above the highway. The west bank of Irishtown Brook immediately south of the highway is another area of extremely poor access.
- 6) Backlot development, a common occurrence throughout the Community, makes access difficult, increases servicing costs, causes excessively long driveways and poor access for fire equipment.
- 7) Sanitary problems created by malfunctioning septic tanks are not uncommon in Irishtown and in the absence of piped water and sewer, most of the flat land is simply worthless in terms of development potential (refer to Section 3.5.2).
- 8) Haphazard ribbon and isolated residential development strung along the transportation network, more specifically Route 440, produces many detrimental effects to the natural environment and the Community, some of which are listed below:

- a) The loss of rural identity and social cohesion;
- b) Negative impacts on the water quality, particularly along coastal shorelines;
- c) The development of houses and commercial establishments in linear patterns along highway frontage creates conflicts between local and through traffic that often result in higher accident ratios, the need to reduce speed limits and eventually the need to build new highways;
- d) Reduction in housing starts in built-up areas thus creating excess and underused municipal infrastructure and facilities;
- e) The real costs of installing utilities and services to a typical ribbon pattern is up to two and one half times greater than a compact subdivision of normal density⁷. The cost of providing hard (ie water, sewer, road and hydro) and soft (ie recreation, snow plowing, fire protection, etc.) services increase substantially with a sprawl - type development.

3.6.2 Opportunities

- 1) The opportunity exists to control and direct urban development with the Municipal Plan and Land Use Zoning and Subdivision Regulations in place. The plan and regulations to be adopted must follow each step of the approval process which is regulated by the Urban and Rural Planning Act (Revised Statutes of Newfoundland, 1970).

7. Ralph R. Krueger and Bruce Mitchel, Managing Canada's Renewable Resources, Toronto, Methuen Publication, 1977, p. 123.

- 2) The 4.8 hectares of municipally owned recreational land has, up until now, only been partially developed. In future the site can be further developed to fully accommodate the needs and activities of the residents.
- 3) Preliminary investigations⁸ have indicated that Irishtown Pond can be used as a source for domestic water supply and fire protection, when it becomes economically feasible.
- 4) Two accessible areas of relatively flat land within Irishtown proper have yet to be developed. These areas will provide additional building lots for prospective residents. (Refer to Map 5).

8. Burden Management and Design Limited. Feasibility Study on Engineering Aspects of Installing a Water and Sewer System in Irishtown. Corner Brook, Nfld. 1978, p. 2

3.7 Municipal Finance and Administration

The financial information presented for Irishtown was extracted from the audited statements prepared for the 1980 and 1981 fiscal years. The financial analysis of the Community is therefore restricted to the limitations and completeness of this information. The following sections concentrate on the past performance of the Community in terms of revenue, expenditure, and debt position. Section 3.7.4 outlines the municipal grant structure.

3.7.1 Revenues

Revenue is raised by the Community Council through taxation and contributions from the Provincial Government. Money raised through general taxation 1980 and 1981 increased by 27.8 percent (Refer to Table 8). Regular contributions from the Provincial Government have remained constant.

3.7.2 Expenditures

In 1981, the total expenditure for all purposes was \$34,909.00 or \$48.0 per capita. The most significant expenditures incurred by the Community were for protection to persons and property, public works and sanitation and waste removal. (Refer to Table 10). Total spending in the two year period remained relatively constant. A surplus of \$6,698.00 had accumulated by the end of December 31, 1981. It should be noted that the expenditures and revenues of a municipality in any one year are not necessarily representative of the long term situation.

TABLE 8

STATEMENT OF REVENUE, EXPENDITURE AND SURPLUS 1980-1981

	1981	1980
<u>Revenue</u>	\$	\$
<u>Taxation</u>		
Poll Tax	10,178	5,100
Business Tax	2,161	2,297
Water Rates	5,243	5,238
Licences and Permits	56	45
Rents	2,751	2,603
<u>Contributions (Govt. of Nfld.)</u>		
Municipal Assistance Grant	15,332	15,828
General	2,400	
Miscellaneous	406	892
Total	<u>38,666</u>	<u>30,237</u>
<u>Expenditures</u>		
Administrative	1,476	3,992
Protection to Persons & Property	4,548	4,899
Public Works	7,596	7,670
Sanitation & Waste Removal	7,555	8,828
Water System-Maintenance	2,101	990
Power and Pumping	2,398	2,107
Debt Charges (General)		
Principal	511	468
Interest	2,101	2,145
Provision for Doubtful Accounts	4,905	4,600
Capital Expenditure out of Rev.		
Total Expenditure	<u>34,909</u>	<u>35,759</u>
Surplus (Deficit) for Year	3,757	5,522
Surplus beginning of Year	2,941	8,463
Surplus end of Year	6,698	2,941

Source: The Community of Irishtown Financial Statements
(Dept. of the Auditor General) 1982

TABLE 9

COMMUNITY OF IRISHTOWN

FIXED ASSETS AS OF DECEMBER 31, 1981

Land	\$ 2,090.00
Buildings	65,737.00
Equipment	871.00
Roads and Improvements	23,501.00
Recreation Facilities	112,284.00
Water System	63,714.00
TOTAL	<u>\$268,197.00</u>

Source: Community of Irishtown Financial Statements
(Dept. of the Auditor General) 1982.

TABLE 10

DISTRIBUTION OF REVENUE AND EXPENDITURE (1980-1981)

	1981	1980
	% of Total Revenue	
Revenue		
<u>Taxation</u>		
Poll Tax	23.3	16.8
Business Tax	5.5	7.5
Water Tax	13.5	17.3
Total		
<u>Contributions</u>		
Municipal Assistance Grants	39.6	45.7
Expenditures		
Administrative	4.2	11.2
Protection to Persons & Property	13.0	13.7
Public Works	21.7	21.4
Sanitation & Waste Removal	21.6	24.6
Water System-Maintenance	6.0	2.8
Power and Pumping	6.8	5.8

Note: The percentages above do not add up to 100 percent. Items that did not consistently contribute to revenue or expenditure were deleted.

3.7.3 Debt Position

The outstanding long term debt at the end of 1981 was \$32,561. or approximately \$45.00 per resident. Irishtown's debt charges in 1981 were 7.4 percent of total revenue including utilities.

3.7.4 Municipal Grants and Taxation

The newly adopted Municipalities Act and the Municipal Grants Act (effective April 1, 1980) have had considerable impact on the procedures that Council must adhere to in levying taxes and forecasting budgets.

Annually out of the Provincial budget, each municipality receives a grant of money. The general Municipal Assistance Grant consists of the following two parts:

- 1(a) A Basic Allocation determined by population and rising on a per capita basis from 5.00 to 20.00 in increments of 75 cents for every 230 people.
 - (b) A Social Assistance component based on \$1.00 for every 20.00 per capita social assistance paid to residents of the municipality during the previous financial year.
 - (c) A Local Road Mileage supplement calculated on the basis of \$2,000. per kilometer in length of the local roads within the community on the first day of the current year.
2. The annual Tax Incentive Grant payable to a municipality is composed of a fifty cent grant for every 1.00 of real property tax, water and sewer tax and grants in lieu collected up to a limit of \$2 Million, and a twenty-five cent grant for every \$1.00 of real property tax over \$2 Million.

The poll tax (formerly known as the service fee) levied by the Council is essentially a flat rate tax imposed on all persons (with a few exceptions) who live, are employed, or own property in the municipality except those who are otherwise paying real property taxes equal to or greater than the amount of the poll tax. This tax is equitable like the real property tax, as long as it is used only to pay for services which are uniformly available throughout the municipality. In Irishtown the tax is set at \$35.00 per person.

A business tax is imposed annually on all individuals, partnerships, associations and corporations carrying on any business in the Community. No property tax has yet been instituted so the business tax previously set by Council will remain one-tenth of one percent of the gross revenue of business undertaken.

The water tax levied applies to all private properties in the municipality which are connected, or are capable of being connected to the water system. There are special provisions governing the payment of water and sewer taxes on public buildings. In Irishtown, there is not real property tax levied, therefore the water tax is set at a fixed rate (\$6.00 per household) although it varies for different classes of property.

As a condition of the Municipal Grants Act every Council will annually submit to the Municipal Capital Project Board a five year forecast of their anticipated revenue and capital expenditures. This is certainly a substantial change from the traditional budgeting process. The Community

will require professional accounting in order to prepare the five year forecast and the annual financial statements. Financial analysis will become more meaningful, for actual results would be a base rather than budgeted figures. The financial statements will also provide feedback to the Community in assessing how the budget was adhered to, and assist in necessary adjustments and improvements in future budgets. To date, Irishtown has not submitted the required five year forecast.

3.8 FUTURE DEVELOPMENT

3.8.1 Population & Household Projections

Population

The following projections are not based entirely on trend growth, which assumes no constraint on growth, cheap land prices, adequate land supply and a stable economy for the Bay of Islands regions. In order to avoid an unnecessarily long and complex process (ie. Cohort Survival Ratio Method) this report employs a very simple forecasting method.

Two factors will affect the future population of Irishtown namely, natural growth, and net migration. Assuming that past trends of lower birth rates will continue over the next ten years, the natural increase of the Community will be substantially less. In addition, the existing population is growing older and as a result fewer women will be of child bearing age thus reducing the rate of natural increase.

Migration is more complex and susceptible to error. A number of factors will influence the migration rate namely: (a) the availability of developable land on the market, (b) the discrepancy in housing costs between Irishtown and its environs, (c) the intervening opportunities for serviced and unserviced lots, (d) the employment opportunities available to participants in the labour force, and (3) lifestyle preferences.

In Irishtown, the amount of potentially developable land will be limited to approximately 20 hectares for two reasons, namely:

- (a) topographic constraints, and
- (b) the restricted proposed service limits of the Community. (Refer to Map 5)

It would be reasonable at this point to assume that within the next five years full municipal services (piped water and sewer) will not be completed. With a consistent decrease in family size occurring over the past two decades Irishtown's natural growth is not expected to increase considering the aforementioned. The 1987 forecast for Irishtown, which is based on a 1981 estimate⁹ of 742 is projected to be static.

Two population forecasts have been made for 1992.

1. The most conservative forecast for 1992 is based on the following assumptions:

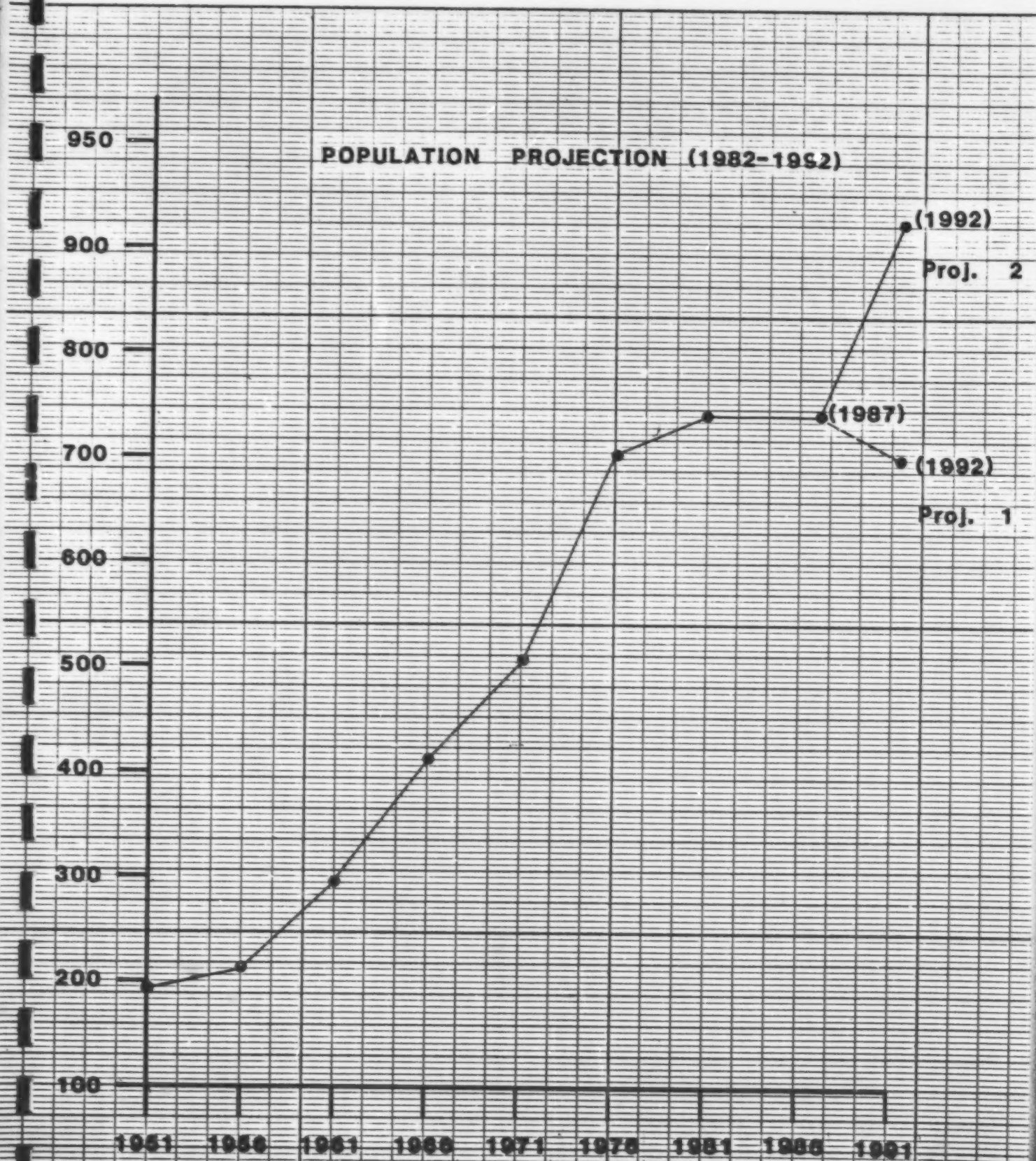
- (a) Municipal services will not be installed by 1992 consequently restricting any further expansion and immigration to the Community.
- (b) A decline in natural growth due to a decrease in women of child bearing age.
- (c) Out-migration to areas with employment opportunities.

A slight decrease in population is likely to occur based on the figure of 742 people for 1987; the population projected for 1992 is 700.

2. The second and much more optimistic forecast is based on the following assumptions:

- (a) Piped water and sewerage facilities will be installed by 1987.
- (b) A moderate demand for land within the Community will exist.

FIGURE 3



- (c) Development of the available sites will be phased over the five year period (1987-1992).
- (d) Land assembly for development purposes will not be an impass.
- (e) Taxes and land prices will be comparable to other serviced areas in the region. Based on the figure of 742 people for 1987 the population is forecasted to be approximately 928 or 5% per annum - a moderate increase.

Households

This section of the report attempts to forecast the demand for housing during the period covered by the Plan. With the limited information available, demand forecasts can only be made in general terms, based on a reasonable proportion of theoretical housing need.

A summary of essential data on the 1976 housing situation is as follows:

Dwelling Type	1976
Single Detached	135
Single Attached	5
Apartments	-
Duplex	10
Mobile	5

Tenure	1976
Occupied Private Dwellings	150
Owned	135
Rented	15

HOUSEHOLDS BY NUMBER OF PERSONS						
Persons	1	2	3	4-5	6-9	10+
Households 1976	5	15	25	60	35	5
1976 Average 4.7 persons per Household						

In 1976, Irishtown's average number of persons per household was 4.7 and in 1981 it dropped to approximately 4.1 persons per household¹⁰. For the purposes of the Plan a household size of 3.5 will be used to calculate the number of residential units required in five and ten years. With a static population in 1987 of 742 no new units will be required. In 1992, using projection two, (population 928) the number of new units would be fifty-three. An additional twenty to thirty units may have to be built over the planning period to replace many of the substandard dwellings which exist today.

No major changes in consumer preference are anticipated; however, the demand for such dwelling types may be reduced if (a) costs of new housing continues to rise, (b) mortgage rates remain high, (c) employment opportunities diminish or (d) trends change toward double family occupancy in one dwelling unit (ie. basement apartment rental).

3.8.2 Employment Forecast

The majority of the employment opportunities, for the participants in the labour force of Irishtown, will continue to be based in the City of Corner Brook. Over

10. Interim Population Counts for Census Divisions and Census Subdivisions for 1981, Statistics Canada January 7, 1982, Page 1.

The planning period (1982-1992) it has been estimated in a survey entitled: Overview and Sector Reports - Economic Survey for Corner Brook undertaken in 1981 by the Planning Department, City of Corner Brook, that moderate growth and continued prosperity will continue for the City. This forecast includes continued Industrial Park development (46.5 hectares, spinoffs from oil development, modest transshipment activity and increased harbor development.

Opportunities for permanent or seasonal employment in the Irishtown Municipal Planning Area are expected to be minimal over the next five and ten years.

3.9 FUTURE LAND USE DEVELOPMENT

3.9.1 Housing

There are two tracts of land within or adjacent to the urbanized area which show development potential (Refer to Map 5). These parcels of land not only allow more efficient use of the land and proposed municipal facilities but also their location reinforces the development of the Community as a separate entity.

The Community of Irishtown intends to pursue an urban form that provides a wholesome, integrated compact living environment with full municipal services for all residents. In light of the foregoing, any sites located outside of the urbanized area east of the 'rock cut' on Highway 440 are therefore not considered suitable for residential development because they would not be readily integrated within the Community and would be very expensive to service. In addition, sites southeast of the 'rock cut' have been refused development permits by the Department of Health in 1980 for the following reasons:

- a) High ground water table level
- b) Unsuitable soil porosity
- c) The number of small dribbles or brooks which criss-cross the area¹¹.

The two proposed development sites along with the available vacant lots will accommodate substantial housing expansion

11. Mr. Isaac Anderson, a Senior Public Health Inspector, through written correspondence, provided rational and reasoning used in the decision to disapprove the proposed development.

within the Municipal Planning Area over the next ten years. This expansion is contingent on the availability of full municipal water and sewer facilities.

The proposed piped water and sewer scheme designed by Burden Management and Design in 1978 for the Community of Irishtown illustrated the fact that each site is well within reach of a major trunk line thereby allowing ease of extension to service the new development.

Infilling

There will, of course, be a certain amount of residential infilling within the existing built-up area over the next ten years. This infilling, considering past trends, (Refer to Section 3.2.2) will more than likely consist of mainly single family detached dwellings. Since there are not many 'gaps' of significant size remaining within existing residential neighborhoods, infilling is not expected to yield any substantial number of houses.

Infilling has numerous advantages some of which are as follows:

- (1) It promotes the integration between old and new developments within the Community.
- (2) The existing infrastructure (ie roads, water system, etc.) will become utilized to its capacity and future capital works projects will be minimized.
- (3) Long-term operational and maintenance costs for municipal services will be reduced in comparison to various other forms of development (ie ribbon, satellite).

3.9.2 Commerce

During the next ten year period the population forecast is for a much lower increase than in past decades (Refer to Figure 3). As long as the population growth of the Community remains minimal, the total commercial floor space will remain rather limited. The existing small owner operator type of retail enterprises will likely continue as they have in the past.

With Corner Brook only 10 kilometers distant, Irishtown's competitive edge will never be sufficient to entice large business entrepreneurs to locate within the Community. In addition, good accessibility will facilitate the propensity to travel to higher order centres such as Corner Brook.

3.10 MUNICIPAL SERVICES AND FACILITIES

3.1.0.1 Water and Sewerage System

To ensure a reliable long term water supply, greater fire protection, and a more pollution free environment for future residents of Irishtown, Burden Management and Design Consultants were requested by the Minister to prepare a feasibility study on the engineering aspects of installing a water and sewer system. The original study undertaken in 1978 placed emphasis on water services but as of November 1981, the plan has been revised and updated.

Phase One of the updated plan is to install water and sewer mains in the main Community core west of Irishtown Brook. The water line will be inactive until Phase Three. Phase Two will be to install water and sewer trunk lines east of Irishtown Brook north and south of the provincial highway. Phase Three will include installation of a water transmission main to Irishtown Pond which will immediately activate the water lines built in Phases One and Two. Phase Four would service with water only the new area of Irishtown located east of the 'rock cut'.

The total estimate for water and sewerage in Irishtown (1981 10 05) was \$2,510.000. This could be reduced to \$1,560,000.00 or less if a pumped water supply is installed instead of gravity feed from Irishtown Pond and if water and sewer mains are installed only in the presently built-up areas of the Community west of the rock cut.

The revised estimate (1981 dollars) for the project would now be as follows:

Revised Estimate

Phase 1	\$650,000.00
Phase 2	\$660,000.00
Phase 3	<u>\$250,000.00</u>
Total	\$1,560,000.00

The differences in the revised project from the original proposal are: (a) the water supply would be pumped and the intake would be a dam type intake, both items requiring substantial annual operating and maintenance costs and (b) water services to about twenty houses in the east end of Irishtown along the highway would not be provided (outside the rock cut). These houses are located on very large lots and no serious pollution problems are anticipated in that area unless increased development of the area is permitted.

3.11 Municipal Outlook

This section is not a comprehensive forecast of the financial situation of Irishtown through 1982-1992. It simply deals with major changes or potentials foreseen in the future budget of the Community and the financial implications of the capital works projects prepared in this report.

Until the installation of the proposed water and sewerage system is undertaken the overall increase in revenues for the Community will be insignificant. (Refer to Table 11). The Council may fix the water and sewer tax at a higher rate as well as raise the poll tax but a substantial impact will not be felt.

If the Council installs a water and sewage system serving more than fifty percent of the residents and/or when a Council applies for provincial assistance it must agree to impose the real property tax structure pursuant to Section 109 of the Municipalities Act and it shall take effect when property assessments are completed. In comparison to previous fiscal years the Community would see a large increase in revenue but expenditures in the form of utility debt charges and maintenance and operational costs for the new system would be extremely high keeping in mind an capital cost in 1981 dollars of 1.5 million dollars. As of 1982, all municipalities that have water and/or sewer systems will be required to include as an expense in their 1982 budgets, as their contribution towards water and sewer debt charges, a minimum of 15 percent of the fixed revenues of the municipality (fixed revenues being defined for this purpose as property tax, water and sewer tax, business tax, poll tax, grants-in-lieu, general municipal assistance grants, and tax incentive grants). The minimum of 15 percent of fixed revenues will be in addition to any other debt charges.

TABLE 11

ANTICIPATED REVENUE FOR THE 1982 FINANCIAL YEAR

PROPERTY TYPE	TOTAL REVENUE (DOLLARS)
Residential	
Poll Tax (Annual Rate \$35.)	\$ 11,270.00
Business Tax	2,820.00
Water Tax	6,048.00
Other (Majority-Hall Rentals)	3,150.00
SUB TOTAL	\$ 23,288.00
Road Maintenance (2 Kilometers)	\$ 4,000.00
Population	4,032.00
Social Assistance	7,968.00
Tax Incentive	
Miscellaneous	
SUB TOTAL	\$ 16,000.00
TOTAL MUNICIPAL REVENUE	\$ 39,288.00

Source: Community of Irishtown. Proposed Budget, 1982.

the municipality has to meet, such as those related to paving, municipal buildings, equipment, etc.

The new system will place the payment of utility debt charges on a more systematic basis, whereby Council will know, in advance, how much to include for this particular expense in their annual budget. This will simplify the task of determining how much each party must pay as the debt charges become due.

The Community cannot undertake the capital works proposed in this report without provincial assistance. Although new development within the built-up area is expected to be self-financing through the sale of the developed land, the major water and sewer projects proposed in the presently developed areas remain the financial responsibility of the Community. These infrastructure works amount to approximately 1.5 million dollars. Such projects can hardly be undertaken by any municipality with an estimated budget (1982) of only \$39,288.00. Even with the implementation of real property taxes, a local improvement assessment tax (imposed on properties which benefit from a particular public work) a service levy and an increase in sewer and water tax further assistance from the provincial government will still be imperative if the required projects are to be implemented.